

GLOBAL MONITORING CHECKLIST ON WOMEN, PEACE AND SECURITY

Afghanistan • Democratic Republic of Congo
Nepal • Northern Ireland • Sri Lanka



EXECUTIVE SUMMARY:

Project Overview

Country Specific Achievements and Challenges

Findings and Recommendations

Key achievements and challenges in Afghanistan, the Democratic Republic of Congo, Nepal, Northern Ireland and Sri Lanka

	Achievements	Challenges
Afghanistan	Gender analysis is integrated across national policies such as the Afghan National Development Strategy.	Levels of violence against women remain very high and women are discouraged from engaging in politics and public office due to threats of violence.
	Legal provisions in the Afghan criminal law and penal code criminalise violence against women.	Ministry of Women's Affairs is marginalised through limited financial resources and low capacity.
	Thirteen newly established Family Response Police Units improve national response to violence against women.	Very few women engaged in peace negotiations: 9 percent of Bonn Agreement signatories were women.
Democratic Republic of Congo	UNSCR 1325 National Action Plan development is led by the Ministry of Gender, Family and Children and in consultation with women's platforms.	DDR strategy failed to recognise female ex-combatants as a sizeable group and to give guidelines on how to identify and include women and girls.
	Strong civil society network lobbies actively for government to implement UNSCR 1325 agenda.	Sexual violence and impunity in eastern Congo is at serious levels, but there is little official data.
	A progressive sexual violence law, which includes a broad definition of SGBV, passed in 2006.	Coordination of UNSCR 1325 activities across UN agencies is weak.
Nepal	A 33 percent quota was adopted for women in parliament.	Women and their needs marginalised from the Nepal peace negotiations.
	Women, peace and security agenda is led by Ministry of Peace and Reconstruction, not sidelined in the Ministry of Women.	Civil society and UNSCR 1325 initiatives concentrated in Kathmandu Valley.
	Women, peace and security initiatives are funded by the UK Department for International Development (DfID) and UN. There is a mechanism for coordination in form of UN Peace Support Working Group on UNSCR 1325.	Very few public services exist for survivors of SGBV: majority of services are provided by civil society.
Northern Ireland	Women's political party (Northern Ireland Women's Coalition) advanced women's needs during peace talks.	UK National Action Plan on UNSCR 1325 excludes Northern Ireland: no comprehensive women, peace and security policy exists for Northern Ireland.
	Authorities launched strategy to tackle violence against women (2005) and police monitor incidents of domestic violence.	Gender issues and women's rights are in danger of being lost in diversity issues of Section 75 of Northern Ireland Act.
	Strong civil society women's network raises awareness on UNSCR 1325 issues and lobbies for its implementation.	Number of women in decision-making positions in post-conflict Northern Ireland has not increased significantly.
Sri Lanka	Public access to ministerial budget information, including that of Ministry of Women, is good.	Women's engagement in peace negotiations negligible: only one woman participated.
	Sub-committee on Gender was established to feed into peace process: despite its limited influence it was pioneering.	Human rights record is extremely poor in Sri Lanka and Human Rights Commission collapsed.
	Civil society women's sector is well established and produces quality research.	Women participation in politics, particularly Parliament, is very poor: no parliamentary quota for women exists.

Only one in 40 peace agreement signatories over the past 25 years were women.¹ In Sri Lanka, women make up a mere 5.8 percent of the national parliament.² In Nepal there are only five female judges across the local and national judiciary.³ Over 87 percent of Afghan women experience domestic violence and live in constant insecurity.⁴ It is clear women remain marginalised from peacebuilding and reconstruction processes, and their security needs are still not prioritised by the international community, despite numerous commitments to empower, protect and assist women living in conflict-affected contexts around the world.

UN Security Council Resolution 1325 on Women Peace and Security

On 31st October 2000, the UN Security Council unanimously adopted resolution 1325 on Women, Peace and Security (UNSCR 1325): a ground-breaking political achievement for women. It was a turning point in the understanding of how women are critical to peace and security by acknowledging women's right to participate in all aspects of conflict prevention and resolution; post-conflict reconstruction and peacebuilding; and calling for an end to impunity for conflict-related violence against women.

Despite some progress, governments continue to find it difficult to translate the resolution into concrete policy and strategic actions in conflict-affected regions, where it is most critical that peace and reconstruction efforts take women's needs and capacities into account. Understanding of how to implement UNSCR 1325 is limited and the breach between policy rhetoric and actual progress for women is vast.

About the Global Monitoring Checklist on Women, Peace and Security

The Global Monitoring Checklist is a pilot research project designed to contribute towards international understanding on women, peace and security efforts. It highlights relevant activities at the local and national level by women, civil society, national governments and the international community. It is not a comprehensive survey of all initiatives relating to women, peace and security; rather, it is a first step in gathering and collating information that links directly to UNSCR 1325 implementation.

This Checklist provides country-specific information that identifies achievements, good practice and obstacles to UNSCR 1325 implementation. It has been compiled by GAPS members and staff to monitor progress in the women, peace and security agenda in five conflict-affected regions.

This Checklist covers Afghanistan, the Democratic Republic of Congo, Nepal, Northern Ireland and Sri Lanka.

Research objectives

To contribute towards a deeper understanding of the substantive issues covered in UNSCR 1325 on women, peace and security.

To provide country-specific information that identifies achievements, good practice and obstacles to the implementation of UNSCR 1325.

To present relevant information in a clear, usable format that will be accessible to policymakers, civil society activists and other stakeholders.

1. UN Development Fund for Women (UNIFEM) (April 2009). *Women's participation in peace negotiations: Connections between presence and influence* (Ongoing research). New York, US. Available at http://www.realizingrights.org/pdf/UNIFEM_handout_Women_in_peace_processes_Brief_April_20_2009.pdf, p.1.

2. Inter-Parliamentary Union website, 'Women in National Parliaments'. Available at <http://www.ipu.org/wmn-e/classif.htm>. Accessed April 2009.

3. Child Workers in Nepal Concerned Centre (CWIN) website, 'Fact sheet: Women in Nepal'. Available at http://www.cwin.org.np/press_room/fact_sheets/women_in_nepal.htm.

4. WOMANKIND Worldwide (2008). *Taking stock update: Afghan women and girls seven years on*. London, UK. Available at <http://www.womankind.org.uk/takingstockdownloads.html>, p.21.

Research design

The Checklist's five country chapters are structured around 11 broad indicators. The indicators and related sub-indicators were derived from UNSCR 1325 and the UK National Action Plan on Women, Peace and Security. Relevant qualitative and quantitative information has been linked to the following:

1. Key UNSCR 1325 Actors In-country
2. Key National Policy Frameworks
3. National-level Activities Related to UNSCR 1325
4. National Government Financial Resources
5. Peace Negotiations and Peace Agreements
6. Governance and Institution Building
7. Security Sector Reform and Disarmament, Demobilisation and Reintegration
8. Transitional Justice and Judicial Reform
9. Sexual and Gender-based Violence Prevention and Response
10. International Law
11. United Nations In-country

The Checklist concludes by highlighting seven global findings and by making key recommendations for the improved implementation of UNSCR 1325.

Global findings and recommendations for national / international peace and security policymakers and practitioners

1. UNDERSTANDING OF SUBSTANTIVE ISSUES

FINDING

National governments lack broad and deep understanding of substantive issues covered by UNSCR 1325, such as women and security sector reform, women and governance, women and legal reform, and women and peace negotiations.

RECOMMENDATION

The number of gender advisors within national-level administrative systems should be increased to provide more and better gender and conflict analysis trainings to a wide range of national government stakeholders, including parliamentarians, ministers, civil servants and ambassadors.

2. POLITICAL LEADERSHIP

FINDING

There is an absence of political leadership at all levels in advancing the women, peace and security agenda. At the national level, this results in responsibility for UNSCR 1325 being marginalised to under-funded gender ministries, rather than being led by ministries working on peace and security issues.

RECOMMENDATION

Develop clear lines of responsibility at high political levels for the implementation of UNSCR 1325 and appoint an ambassador for women and gender equality.



3. MEASUREMENT OF IMPACT

FINDING

The impact of UNSCR 1325 implementation is difficult to establish given the lack of mechanisms to measure, monitor and evaluate progress on women, peace and security.

RECOMMENDATION

Policymakers must ensure that clear gender-sensitive benchmarks, indicators and lines of responsibility are integrated into all policies and action plans on peace and security, development, gender equality, women's human rights and UNSCR 1325.

4. FINANCIAL SUPPORT

FINDING

Dedicated budget allocations for UNSCR 1325 across national government departments are very limited and funding for civil society organisations working on gender, peace and security and women's issues is inadequate.

RECOMMENDATION

Governments and donors should: 1) tie adequate financial resources to the implementation of UNSCR 1325 and to gender mainstreaming in broader peacebuilding and development strategies; and 2) ensure special funds are available in each region for civil society organisations working on gender, peace and security-related work.

5. CONSOLIDATION OF DATA

FINDING

There is very little reliable, accessible and official data on women's human rights, especially on the prevalence of sexual and gender-based violence and the number of widows.

RECOMMENDATION

Governments and donors must financially support the consolidation of data on women and girls in conflict and post-conflict societies and include this data in their public reporting on UNSCR 1325.

6. POLITICAL PARTICIPATION

FINDING

Women remain unable to meaningfully participate at all levels of public and political life. In particular, they continue to be excluded from high-level political discussions, such as peace negotiations.

RECOMMENDATION

As a temporary special measure, ensure a quota of at least 33 percent women in negotiation teams, constitutional drafting committees and national and provincial parliaments; and secondly, provide financial support and training to female candidates in national and provincial elections, as well as training to women across national government administration.

7. SEXUAL AND GENDER-BASED VIOLENCE AND IMPUNITY

FINDING

Levels of sexual and gender-based violence and impunity remain extremely high and there are a lack of coherent, well funded strategies to tackle these problems.

RECOMMENDATION

National governments, with the support of international donors, should ensure: 1) the full implementation of violence against women legislation, as well as prosecution and conviction of perpetrators; and 2) provide more and better training to government officials, the judiciary and police on the security and human rights of women, and on how to provide support to women survivors of sexual and gender-based violence.



Gender Action for Peace and Security UK (GAPS)

Gender Action for Peace and Security UK (GAPS) is a research and advocacy group that works to bridge the gap between the realities of women (activists and non-activists) at the local level in conflict and post-conflict regions and UK decision makers and practitioners working on peace and security. GAPS highlights both practical examples of women's contributions to peace and reconstruction efforts as well as strategic ways forward for the implementation of UNSCR 1325 and the UK National Action Plan. GAPS achieves this by the collaborative research and advocacy by working group members.

The strength of GAPS lies in it being an expert group of individuals and organisations. Members have extensive contacts in conflict-affected regions and at different national and international policy levels. The pooled learning and practical experience of the group enables it to act as a valuable resource for the UK government in ensuring implementation of its commitments, as well as raising awareness of issues related to women, peace and security.

GAPS members

- **International Alert**
- **International Action Network on Small Arms (IANSA) Women's Network**
- **International Rescue Committee**
- **Northern Ireland Women's European Platform**
- **Soroptimist International**
- **UN Development Fund for Women (UNIFEM) UK**
- **United Nations Association UK**
- **Widows for Peace through Democracy**
- **WOMANKIND Worldwide**
- **Women for Women International, UK**
- **Women's International League for Peace and Freedom (WILPF) UK**
- **Three independent consultants**

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- **Sri Lanka:** Tim Symonds, women's rights campaigner and consultant (with input from Margaret Owen, Widows for Peace through Democracy).
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The full resource can be found at www.gaps-uk.org/resources